Information Report

Bedford Highway Detailed Area Plan

Planning Department
City of Halifax
March 1983

BEDFORD HIGHWAY DETAILED AREA PLAN
INFORMATION REPORT

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1. INTRODUCTION

The mandate for detailed area planning for the Bedford Highway derives from the report Areas for Detailed Planning (City of Halifax, 1977) adopted by City Council on April 28, 1977. The report recommended detailed area planning for a number of areas in the City of Halifax, among them the Bedford Highway Area.[1] It recommended detailed planning for "both sides of the Bedford Highway from the Fairview Overpass to the City boundary."[2] The precise study area defined for this project is shown on Map 1.

The Bedford Highway is neither a primarily residential nor a primarily commercial area. There is a considerable variation in the land use pattern along its length. To help deal with this variety the study area has been subdivided into eight blocks on Map 1. In the subsequent discussion, data are presented for each of these blocks and used as a basis for comparing portions of the area.

This Information Report has been developed by the City of Halifax Planning Department to help stimulate a dialogue between the City and citizens on the future of the Bedford Highway Area. As such it establishes the initial scope of discussions, but should not be seen as limiting concerns to the topics it covers. The flexibility includes the boundaries of the study area, which may be expanded or contracted, if it is felt by citizens that the area defined is inappropriate.

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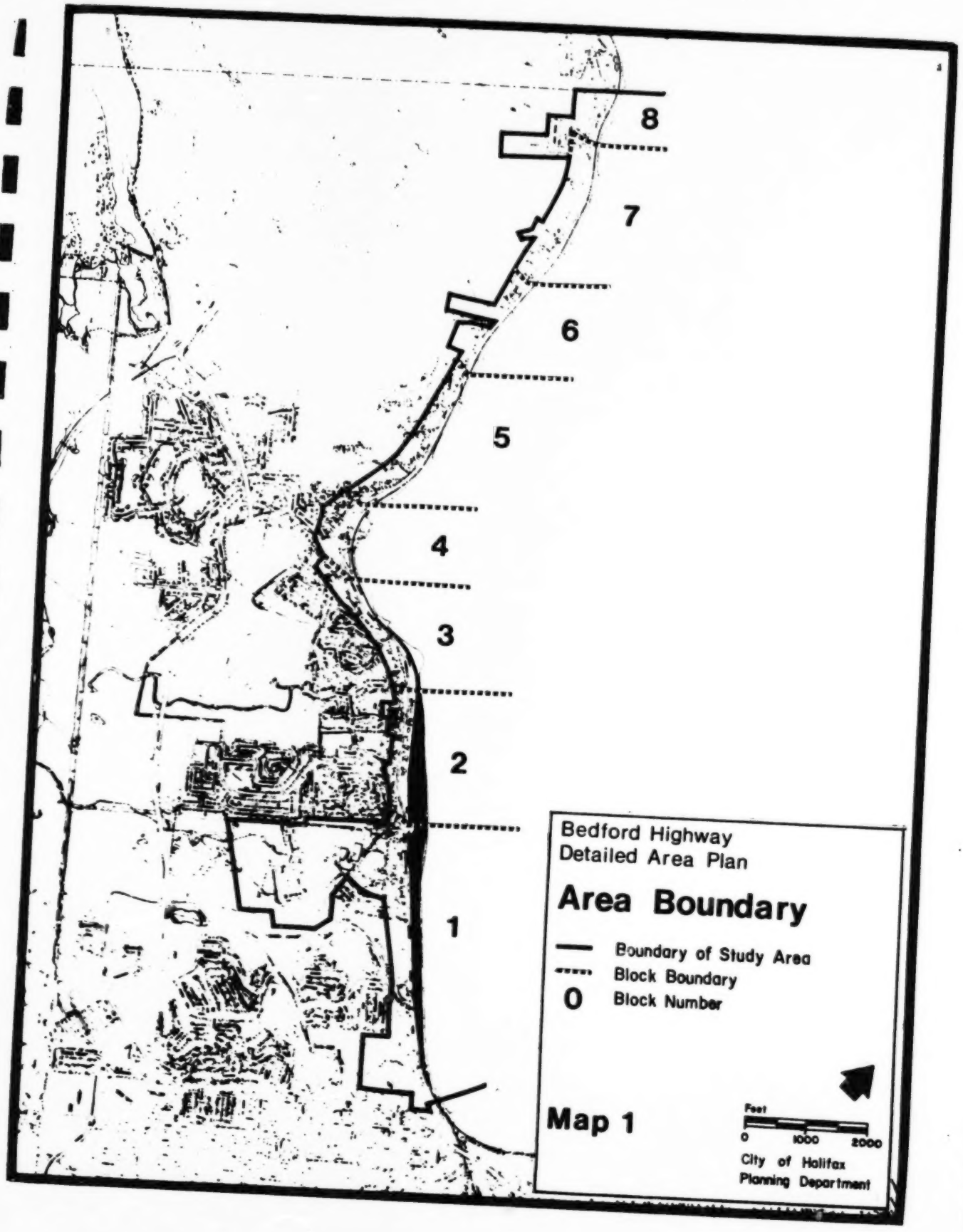
1 The recommendations are incorporated in Part III, Section 1.2 of the Municipal Development Plan for the City of Halifax, (City of Halifax, 1978) pp.III-11 - III-17.

2 Ibid., p.III-14.


8
7
6
5
4
3
2
1
Bedford Highway
Detailed Area Plan
Area Boundary
Boundary of Study Area
Block Boundary
0 Block Number
Map 1
Feet
0 1000 2000
City of Halifax
Planning Department

2. HISTORICAL CONTEXT

The Bedford Highway is as old as the City of Halifax. The road was constructed in 1749 to connect Fort Sackville, many miles inland, to the Citadel and Fort Needham on the Halifax Peninsula. While its original purpose was as a military road to facilitate communication between these garrisons, the Highway naturally come to be used by settlers moving inland from Halifax and eventually extended across the province to what is now Windsor. Until the construction of the Trans-Canada Highway and the two bridges across Halifax Harbour in the nineteen-fifties and -sixties, it was the only major route in and out of the City to areas outside of Nova Scotia.

A famous period was the years 1794-1800 when Prince Edward, Duke of Kent, was in Halifax to act as Commander-In-Chief of the British Forces in North America. The Prince took special interest in adding new buildings in the area including the Town Clock on Citadel Hill, St. George's Church on Brunswick Street, and a number of buildings along the Bedford Basin including Prince's Lodge and the Rotunda (Figure 1). Although the Lodge fell into disrepair and no longer stands, the Rotunda remains a prominent site beside the Bedford Highway and has been designated a City Landmark. The barracks, which once stood north of the Lodge eventually became the Rockingham Inn, after which the community was named. It burned down in the late nineteenth century.

In addition to the lands of Prince's Lodge the other large landholding in the area at the beginning of the 1800's was the estate known as "Sherwood", which was the home of a number of prominent Nova Scotians during the century (Figure 1). The most notable feature of the Highway throughout the nineteenth century, however, was the number of hotels along it. In the stage coach era, inns dotted the road at intervals of one mile. It was along the road also that foodstuffs for the citizens of Halifax were produced and transported. The railroad supplemented the stagecoach route, probably in the mid-1850's when the first line in Nova Scotia was built from Halifax to Truro. The area was also a popular recreational spot for people from the City, which at that time was still quite far removed: limited to the eastern portion of the Peninsula.

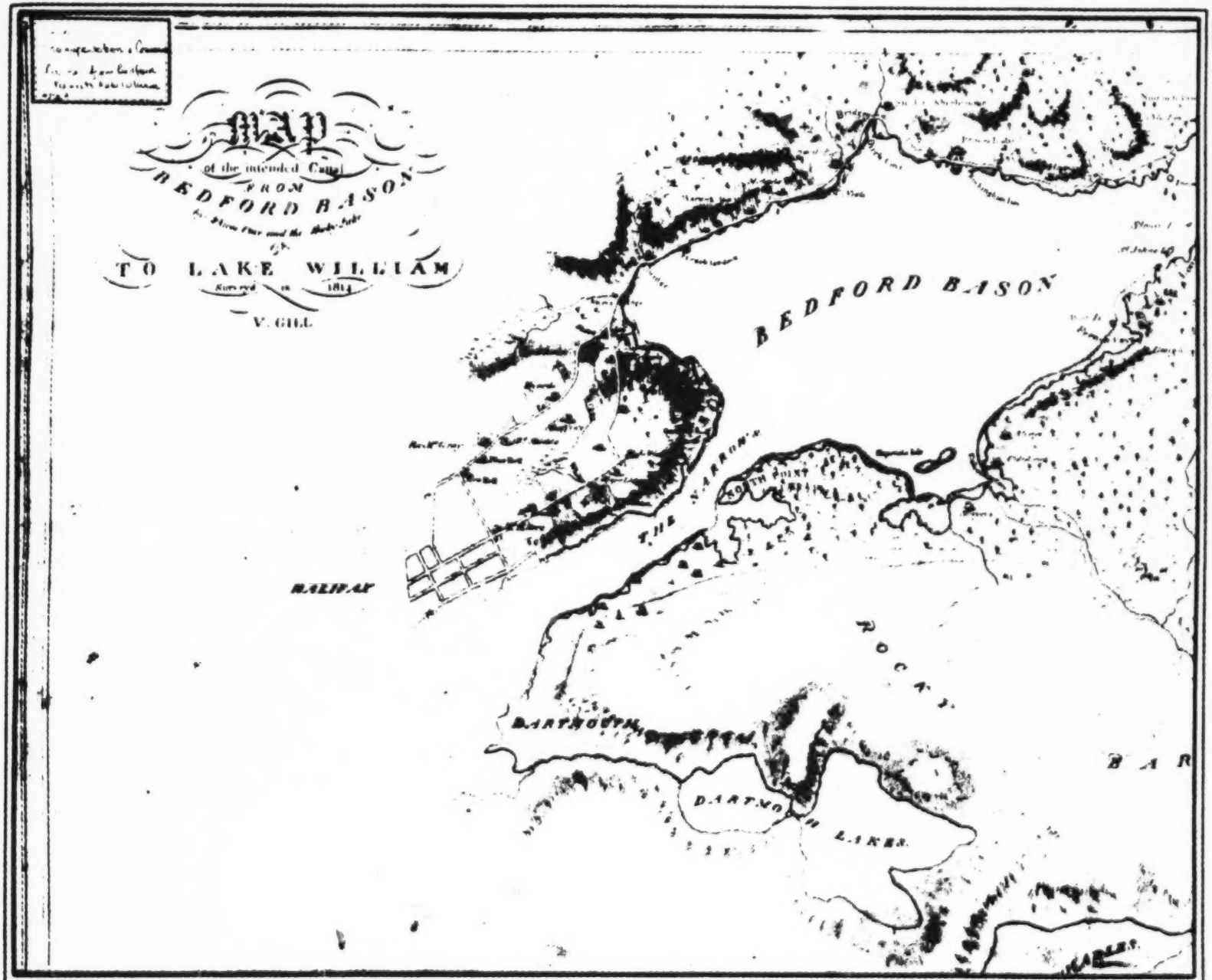


Figure 1: Bedford Highway and Bedford Basin, 1814

Source: Public Archives of Nova Scotia

During the nineteenth and earlier twentieth centuries development of Mainland North was sporadic and generally slow, (most building was adjacent to the Highway), but with the widespread use of the automobile the area rapidly changed. The highway became a favoured drive for young people during the summers and after World War II helped carry the wave of suburbanization out of the City. This boom was not well-managed and led to poorly planned and serviced development. By the 1960's the growth of suburbs resulted in a movement for annexation outside the City, initiated by the ratepayers of Rockingham. In 1968 the City, which historically was bounded by Dutch Village Road, was expanded to take in the areas of the Mainland that are now within its limits, including the Bedford Highway.

Although the Bedford Highway has long since ceased to be the sole access route to the City, it remains a heavily used roadway. The subdivisions of Clayton Park, Bridgeview, Sherwood Park, Sherwood Heights, Wedgewood Park, and Kearney Lake have grown into strong residential communities on its western side. Daily the highway carries people to and from these suburbs, as well as Bedford and Sackville outside the City. There is a large university, Mount St. Vincent, which was founded as a residential school for girls in 1873, became a college in 1925, and a university in 1966. Numerous motels remain, and commercial uses serving the community and highway travellers have developed at intervals along the road.

3. CURRENT SITUATION

Land Use: The Bedford Highway is a long strip of varied land uses alongside of the Bedford Basin. There are community-serving and highway-serving commercial uses, a university, an extensive railroad siding, and residential uses ranging from low density detached houses to high density apartment buildings, as well as some vacant land. The distribution of land uses is portrayed in detail on the series of Maps 2a through 2f. Residential uses occur more frequently and account for more floor space than commercial uses; however, there are significant commercial pockets in the southern half of Block 2, interspersed through Block 4, in the southern portion of Block 7, and in the northern part of Block 8 adjacent to the City Limits. Mount St. Vincent University occupies the northern half of Block 1 and the railway siding extends through Blocks 1 and 2, although the tracks continue along the east side of the Highway to the City boundary and beyond.

Building Use: Table 1 provides a breakdown of non-residential floor space for each of the eight blocks comprising the Bedford Highway area and Table 2 breaks down residential ground floor areas. As ground floor areas do not include the space on upper floors of residential structures, it is clear from a comparison of the totals on the two tables that residential uses (266,870 sq.ft.) dominate commercial uses (176,094 sq.ft.) in the area. If total floor space figures were available for residential buildings, it is likely they would indicate in the order of three times as much residential as commercial space in the plan area (N.B. Mount St. Vincent University, is not included in this consideration).

Blocks 3 and 5 have no commercial development whatsoever. The most substantial concentration of commercial uses is in Block 2, where there is a large number of community-oriented retail and service uses. All other blocks have at least some commercial uses, with motels and service stations the most common businesses.

The Bedford Highway is not a major commercial area in the context of the City of Halifax, in which it accounts for less than two percent of all commercial space. However it encompasses the greatest majority of commercial space in Mainland North (more than 70 percent).[1] For much of Mainland North, commercial development along the highway appears to provide for most daily and weekly household needs.

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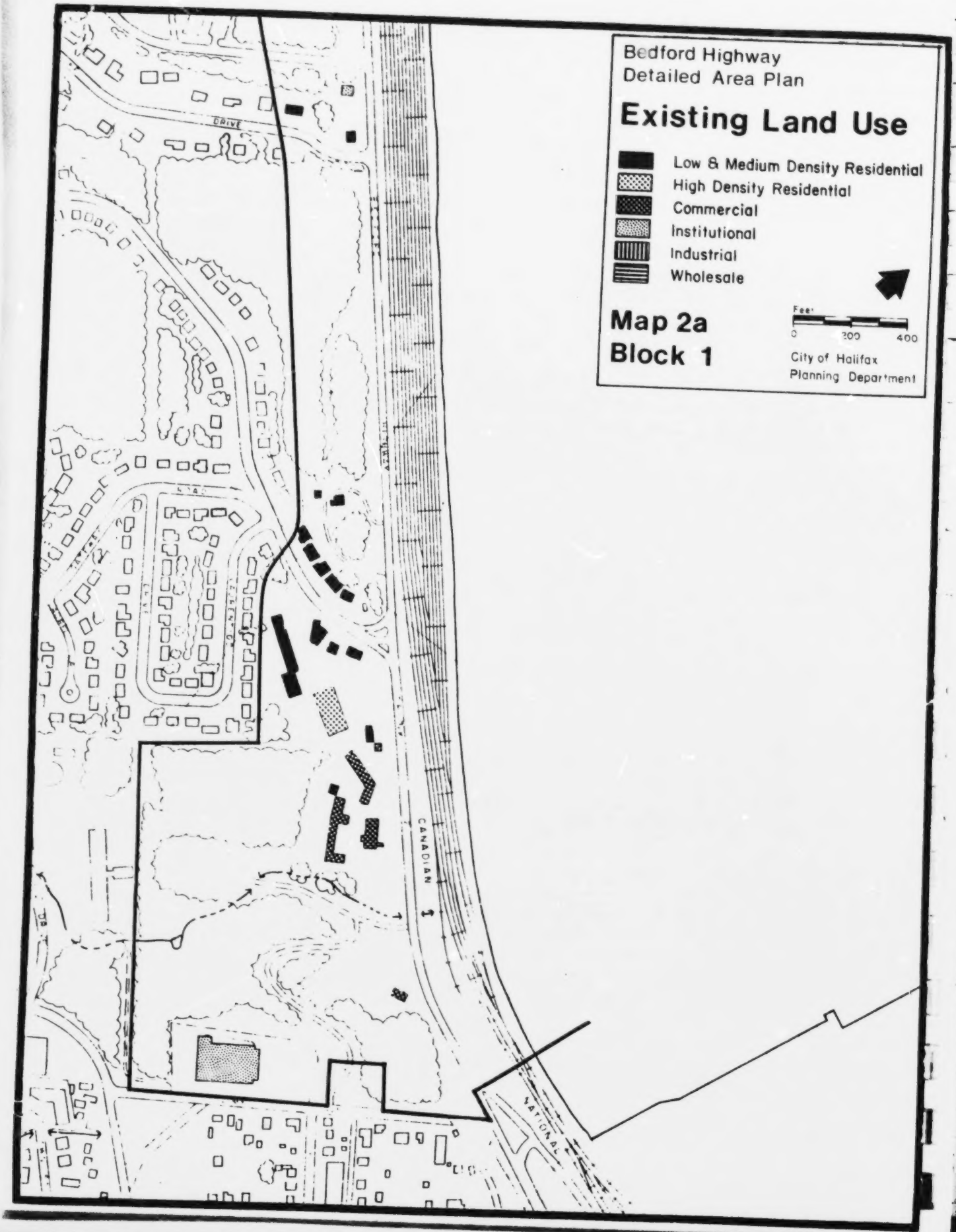
1 City of Halifax Planning Department, Commercial Areas Study, 1980.

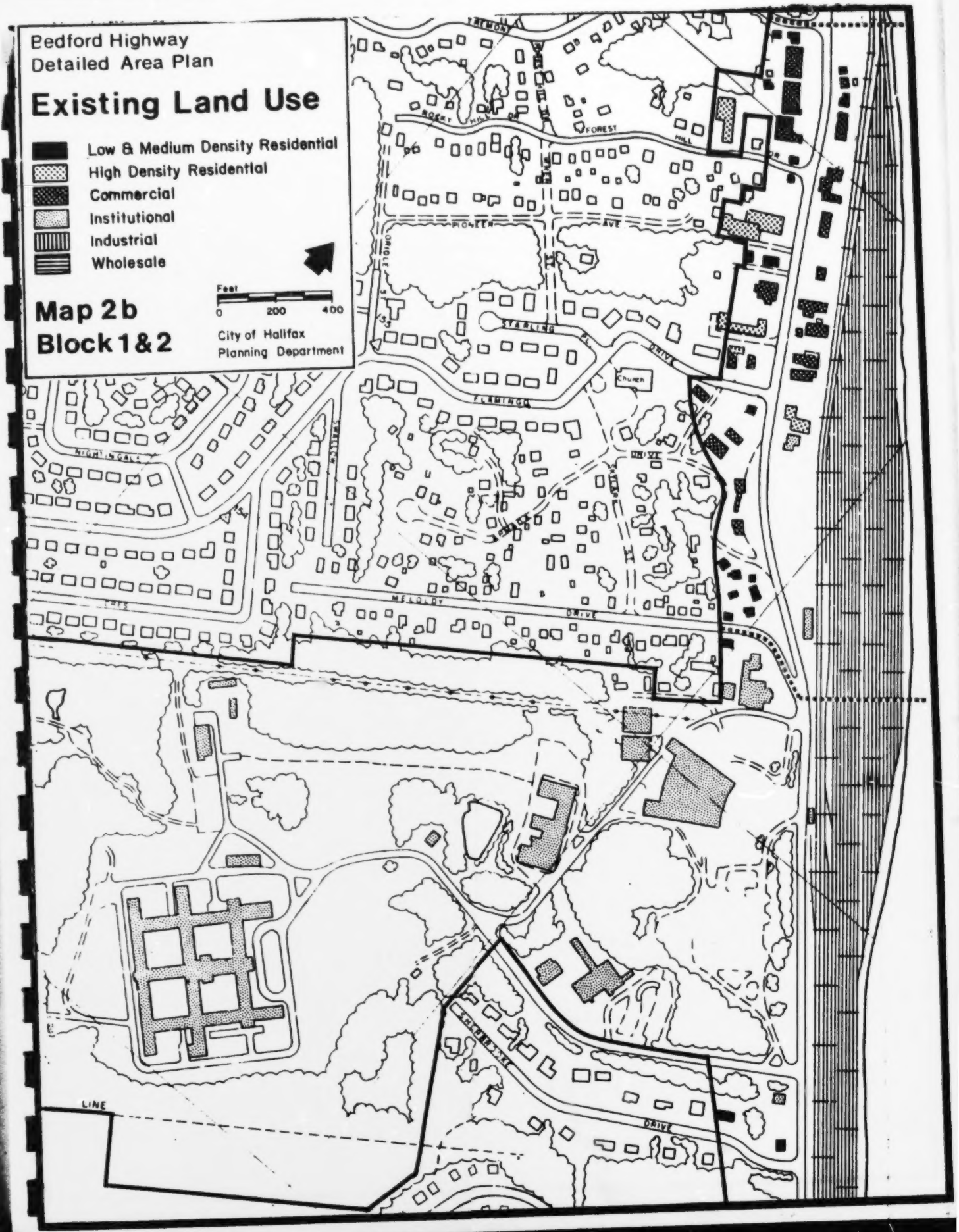
TABLE 1

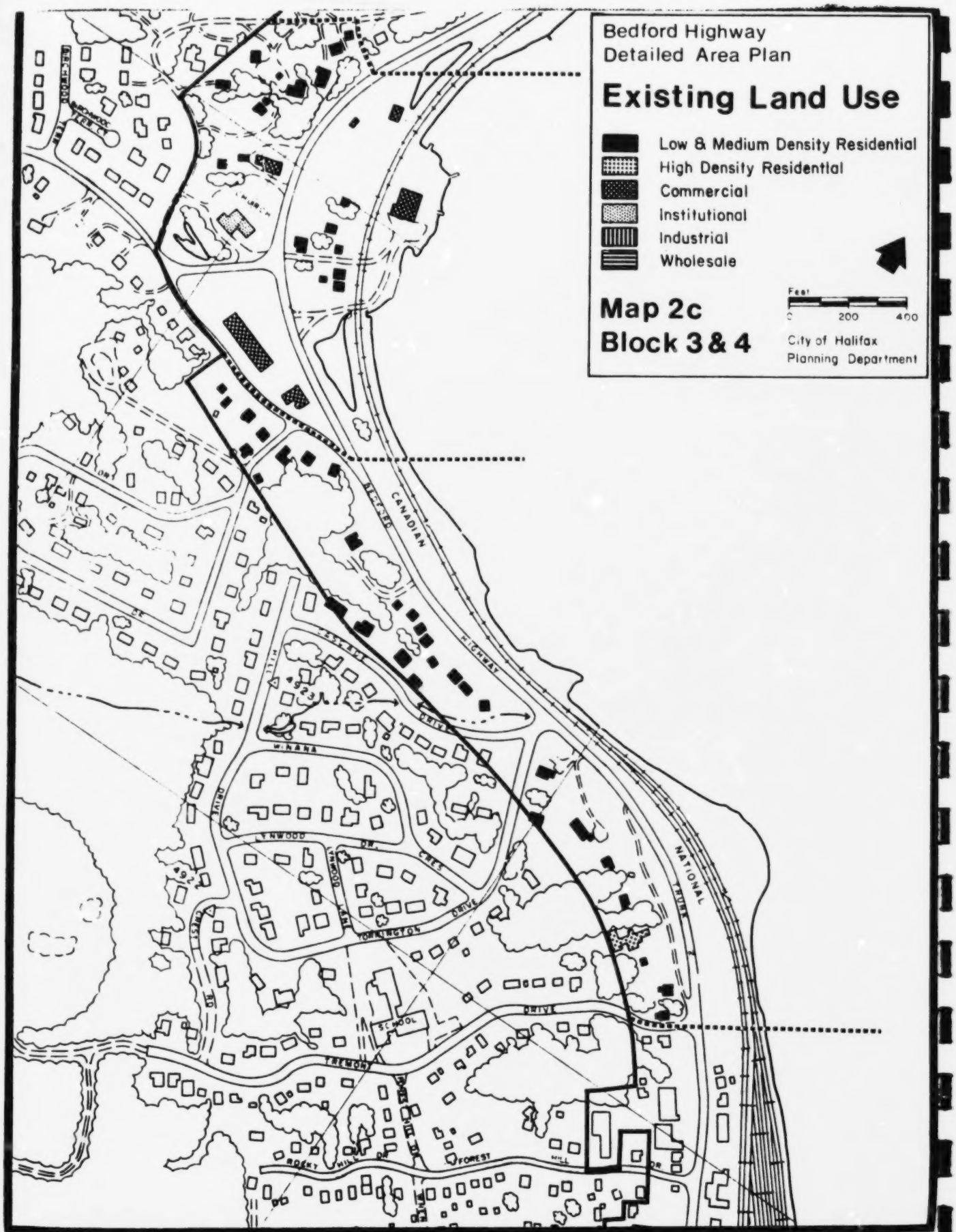
NUMBER OF ESTABLISHMENTS AND FLOOR AREA (SQ. FEET)
BY NON RESIDENTIAL LAND USE FOR THE BEDFORD HIGHWAY AREA

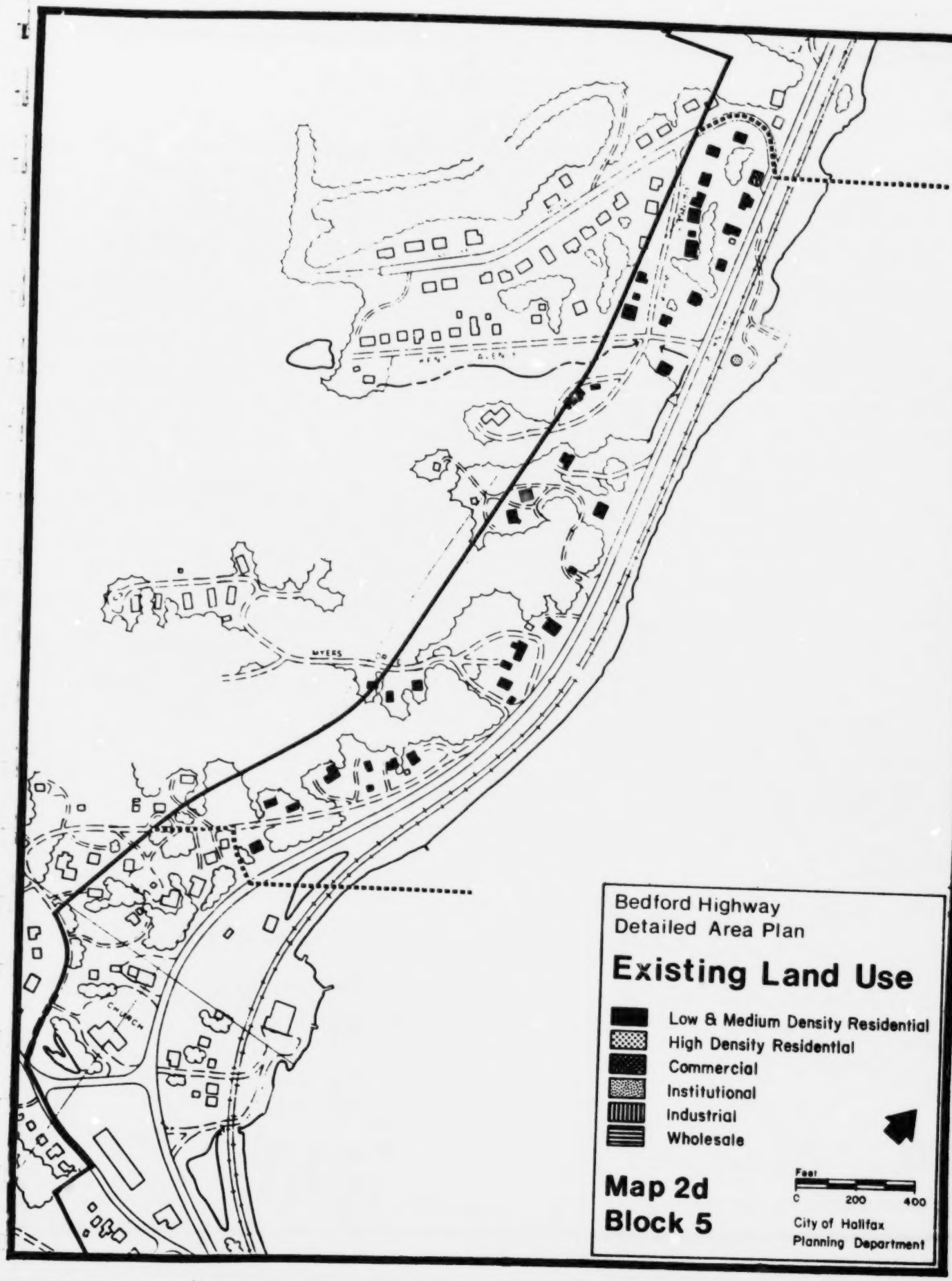
LAND USE	BLOCK NUMBER 1	2	3	4	5	6	7	8	TOTAL	(PERCENT)
Wholesale										
Number	0	1	0	0	0	0	0	0	1	
Floor Area	0	3,240	0	0	0	0	0	0	3,240	(1.8)
Retail										
Number	1	12	0	3	0	1	7	3	27	
Floor Area	1,308	37,078	0	9,082	0	1,606	9,497	12,510	71,087	(40.4)
Service										
Number	1	6	0	2	0	1	1	0	11	
Floor Area	24,986	12,652	0	17,300	0	6,500	27,840	0	89,278	(50.7)
Comm'l Office										
Number	1	8	0	0	0	0	0	0	9	
Floor Area	1,166	8,713	0	0	0	0	0	0	9,879	(5.6)
Prof'l Office										
Number	0	3	0	0	0	0	0	0	3	
Floor Area	0	2,610	0	0	0	0	0	0	2,610	(1.5)
Institution										
Number	1	0	0	0	0	0	0	0	1	
Floor Area	N/A	0	0	0	0	0	0	0	N/A	N/A
TOTAL										
Number	4	30	0	5	0	2	8	3	52	
Floor Area	27,460	64,293	0	26,388	0	8,106	37,337	12,510	176,094	
(Percent)	(15.6)	(36.5)	(0.0)	(15.0)	(0.0)	(4.6)	(21.2)	(7.1)		

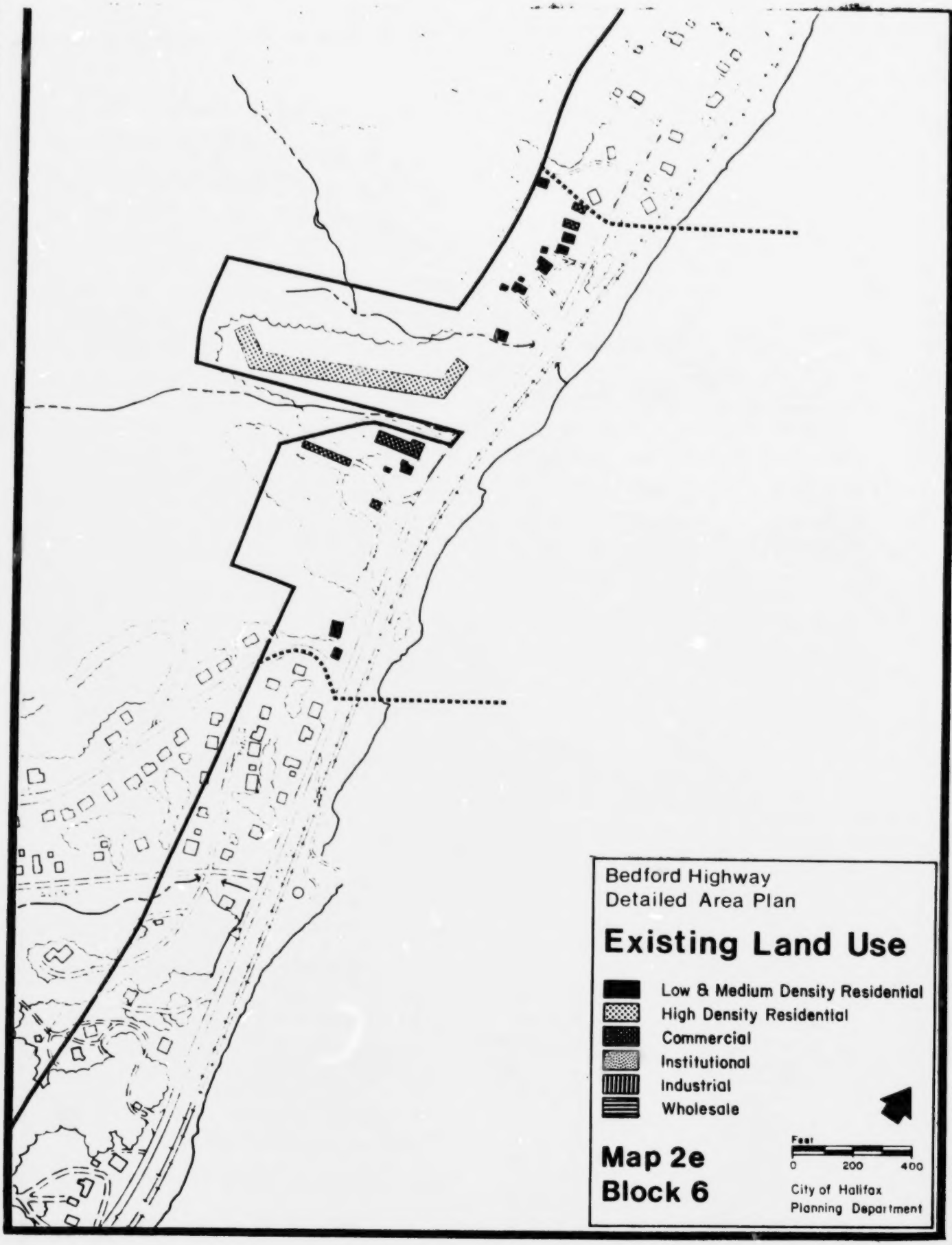
SOURCE: Commercial Area Study, 1980 (Updated July, 1981)

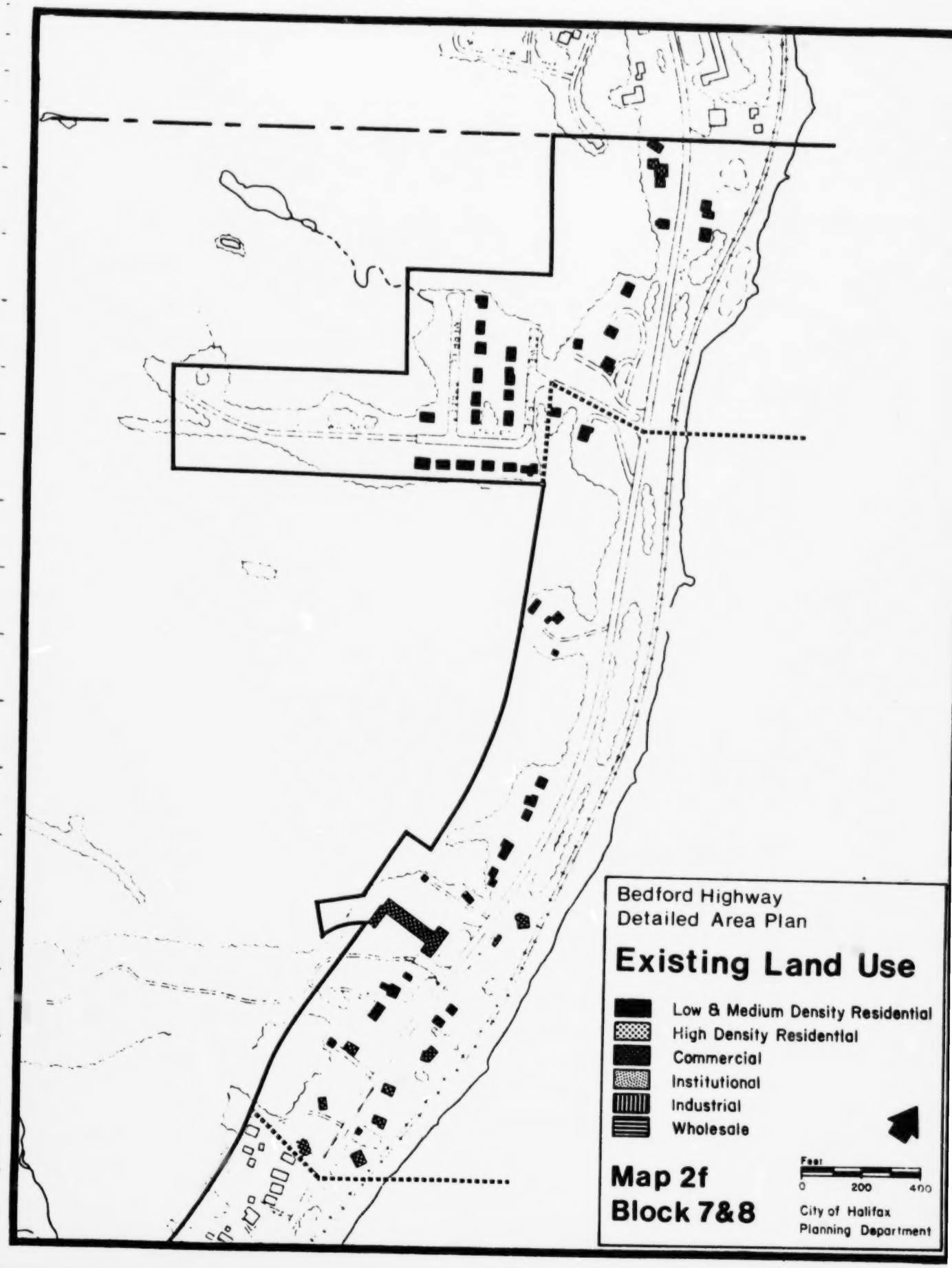

Bedford Highway
Detailed Area Plan
Existing Land Use
Low & Medium Density Residential
High Density Residential
Commercial
Institutional
Industrial
Wholesale
Map 2a
Block 1
Feet
0
200
400
City of Halifax
Planning Department
DRIVE
CANADIAN
NATIONAL


Bedford Highway
Detailed Area Plan
Existing Land Use
Low & Medium Density Residential
High Density Residential
Commercial
Institutional
Industrial
Wholesale
Feet
0
200
400
Map 2b
Block 1&2
City of Halifax
Planning Department
TREMONT
ROCKY HILL DR.
FOREST HILL DR.
PIONEER AVE.
STARLING PL.
DRIVE
FLAMINGO
CHURCH
NIGHTINGALE
MARTINS
MELODY
DRIVE
LINE
DRIVE


Bedford Highway
Detailed Area Plan
Existing Land Use
Low & Medium Density Residential
High Density Residential
Commercial
Institutional
Industrial
Wholesale
Feet
0
200
400
Map 2c
Block 3 & 4
City of Halifax
Planning Department
CANADIAN
NATIONAL
RAILWAY
HIGHWAY
No. 1
WINONA
DRIVE
LYNWOOD
DR.
CRES.
TORRINGTON
DRIVE
SCHOOL
FAIRMONT
DRIVE
ROCKY HILL DR.
FOREST HILL DR.


MYERS
CHURCH
Bedford Highway
Detailed Area Plan
Existing Land Use
Low & Medium Density Residential
High Density Residential
Commercial
Institutional
Industrial
Wholesale
Map 2d
Block 5
Feet
0
200
400
City of Halifax
Planning Department


Bedford Highway
Detailed Area Plan
Existing Land Use
Low & Medium Density Residential
High Density Residential
Commercial
Institutional
Industrial
Wholesale
Feet
0
200
400
Map 2e
Block 6
City of Halifax
Planning Department


Bedford Highway
Detailed Area Plan
Existing Land Use
Low & Medium Density Residential
High Density Residential
Commercial
Institutional
Industrial
Wholesale
Map 2f
Block 7&8
Feet
0
200
400
City of Halifax
Planning Department

Compared to business areas in downtown Halifax, commercial establishments on the Bedford Highway are large in terms of land and building area. In general, land along the Highway is cheaper than land downtown, encouraging more spread-out development. Also, many of the types of business that are common on the Highway are extensive users of land, such as motels and service stations. These and other commercial uses found in the planning area tend to be car-oriented, requiring large parking areas and space for automobile access to and from the road.

Residential development is spread throughout the plan area. Each of the blocks defined for this study has some residential development. In total there are nearly 500 dwelling units on the Highway with the greatest concentrations in Blocks 2 and 6, where high density residential developments are located. None of these buildings exceeds four stories in height and, although high density projects account for the majority of units, there are only eight such developments on the Highway.

Employment: Employment by blocks of the plan area is shown on Table 3. While the Bedford Highway is a relatively minor commercial area, it provides more than 1,000 full- and part-time jobs. The largest single employer is Mount St. Vincent University, which has 324 full-time employees and 189 part-time employees. The remaining stores, motels, gas stations, and small offices provide 415 full-time jobs and 126 part-time jobs. There is probably some seasonal variation in these employment levels, particularly with part-time workers; however, data are not available.

Dwelling Units and Population: As Table 2, above, shows there are 165 residential buildings comprised of 478 dwelling units in the Bedford Highway plan area. 314 or 3.1 percent of these units are in high density-type developments (more than 4 units per building). Of the remainder 127 are single family dwellings and 37 are in duplexes, triplexes or quadriplexes. There are no specific data on population of the Bedford Highway area. Based on the dwelling unit mix in the area, we would expect a population of roughly 1,000 persons. This is less than one percent of the City of Halifax's current population of 114,594.

TABLE 2

DWELLING UNITS AND GROUND FLOOR AREA (Sq. Ft.)
FOR RESIDENTIAL USE FOR THE BEDFORD HIGHWAY AREA

	BUILDINGS	DWELLING UNITS	GROUND FLOOR AREA (SQ.FT.)
Block 1	17	65	35,736
Block 2	17	109	36,380
Block 3	26	38	30,296
Block 4	12	15	12,466
Block 5	34	46	54,650
Block 6	24	166	60,396
Block 7	13	15	12,217
Block 8	22	24	24,729
TOTAL	165	478	266,870

SOURCE: Assessment Records compiled by City of Halifax Planning Department, 1982.

TABLE 3

EMPLOYMENT BY NON-RESIDENTIAL LAND USE FOR THE BEDFORD HIGHWAY AREA

LAND USE	BLOCK NUMBER 1	2	3	4	5	6	7	8	TOTAL
Wholesale									
Full-Time	0	3	0	0	0	0	0	0	3
Part-Time	0	0	0	0	0	0	0	0	0
Retail									
Full-Time	2	50	0	19	0	3	22	111	207
Part-Time	1	14	0	19	0	1	6	0	48
Service									
Full-Time	14	73	0	15	0	5	6	0	113
Part-Time	10	11	0	9	0	6	5	0	41
Comm'l Office									
Full-Time	21	55	0	0	0	0	0	0	76
Part-Time	1	35	0	0	0	0	0	0	36
Prof'l Office									
Full-Time	0	16	0	0	0	0	0	0	16
Part-Time	0	1	0	0	0	0	0	0	1
Institution									
Full-Time	324	0	0	0	0	0	0	0	324
Part-Time	189	0	0	0	0	0	0	0	189
TOTAL									
Full-Time	361	197	0	34	0	0	28	111	739
Part-Time	201	61	0	28	0	0	18	0	315

SOURCE: Commercial Areas Study, 1980 (Updated July, 1981)

Traffic: The Bedford Highway is a provincial highway, although the City is responsible for 50 percent of its upkeep costs with the Provincial Government paying the remainder. As noted above, it remains a major entrance and exit road for the City of Halifax and is part of the City's "principal street network." Howe Avenue and Kearney Lake Road, which are also principal streets, feed into it (MDP Policy 8.6 and MDP Map 8). 1981 24-hour traffic volumes for the Highway and a number of its feeder roads are shown on Map 3. The volumes counted on all sections of the Bedford Highway are among the highest obtained in Mainland North. The figure of 25,856 for the section between the Fairview Overpass and Bayview Road was the seventh highest count obtained anywhere in the City of Halifax in 1981[1]. Volumes diminish further north on the Highway where there is less development, but nevertheless remain substantial.

Table 4 provides a comparison of annual changes in weekday traffic counts for the Bedford Highway and feeder roads. From 1976 to 1979 there is no apparent trend despite substantial fluctuations for some blocks. In 1980 when the Fairview Overpass was under construction, the table shows moderate decreases, followed by substantial increases in many cases in 1980. Apparently the completion of the overpass has enhanced the efficiency of the Bedford Highway route to the point where a number of its feeder roads have attracted significantly more traffic.

The Highway itself continues to be fairly congested during rush hours. Peak hour intersection counts for the Highway (Map 3) are nevertheless lower than many other intersections in the City. The figure of 2,157 for the intersection of Bayview Road and the Bedford Highway is just slightly less than the count for the twenty-fifth most busy intersection in the City (Herring Cove Road-Old Sambro Road - 2,174).[2] Other intersections have lower counts. While the highway is undoubtedly busy at times, congestion is not as severe as at many other locations in the City.

Transit: The Bedford Highway is well-served by transit, as three of the routes serving Mainland North make use of it. There are Routes 80 and 81 to Bedford and Sackville, Route 16 to Wedgewood Park and Route 30 to Clayton Park (Map 4).

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1 City of Halifax Traffic Engineering Division, Yearly Traffic Volume Report, 1981, p. 35.

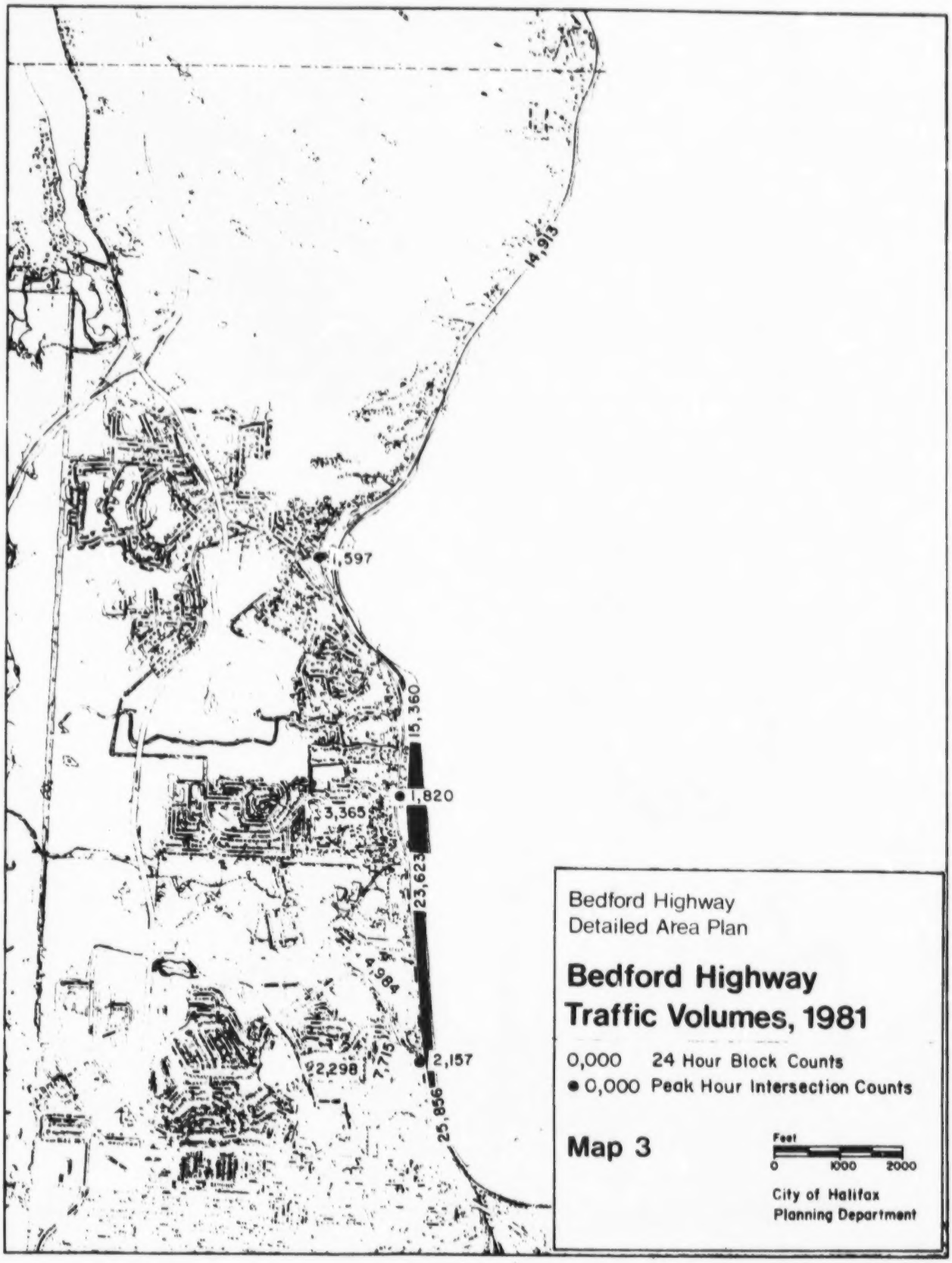
2 Ibid., p. 50.

TABLE 4

AVERAGE ANNUAL WEEKDAY TRAFFIC COUNTS
FOR BEDFORD HIGHWAY AND FEEDER ROADS, 1976-1981

STREET	BETWEEN	1976	%+	1977	%+	1978	%+	1979	%+	1980	%+	1981	%+
Bayview	Bedford Hwy. & Gateway	5,323	-	6,466	+21	7,128	+10	6,029	-15	5,775	- 4	7,715	+34
Bayview	Gateway & Lacewood	2,186	-	2,618	+20	2,704	+ 3	3,428	+27	2,907	-15	4,984	+71
Bedford Hwy.	Fairview Overpass and Bayview	25,209	-	25,960	+ 3	23,913	0	25,432	+ 6	27,250	+ 7	25,856	-5
Bedford Hwy.	Bayview & Flamingo	21,974	-	23,555	+ 7	23,197	+ 2	19,597	-16	18,352	- 6	23,263	+29
Bedford Hwy.	Flamingo & Kearney Lake Rd.	17,723	-	19,385	+ 9	19,206	- 1	17,895	- 7	16,320	- 9	15,360	-6
Bedford Hwy.	Kearney Lake & City Limits	11,366	-	12,188	+ 7	14,644	+20	13,322	+ 9	12,963	- 3	14,913	+15
Flamingo	Bedford Hwy. & Skylark	3,476	-	3,140	-10	3,243	+ 3	3,486	+ 7	2,271	-35	3,365	+48
Gateway	Bayview & Lacewood	3,507	-	3,820	+ 9	3,063	-20	2,969	- 3	2,689	- 9	2,298	-15

SOURCE: City of Halifax Traffic Engineering Division, Yearly Traffic Volume Reports, pp. 55-58.



Bedford Highway
Detailed Area Plan

Bedford Highway
Traffic Volumes, 1981

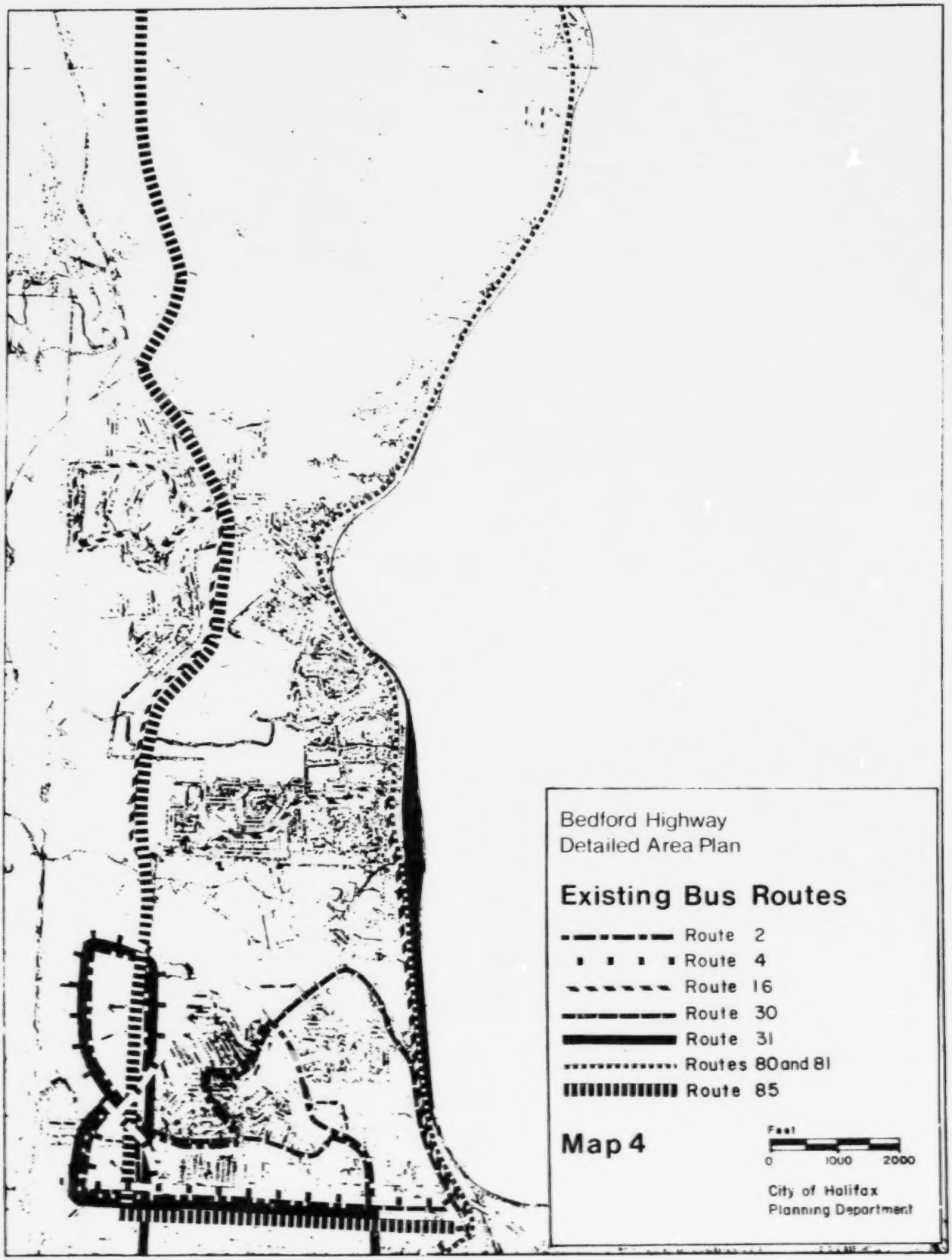
0,000 24 Hour Block Counts

● 0,000 Peak Hour Intersection Counts

Map 3

Feet
0 1000 2000

City of Halifax
Planning Department


Bedford Highway
Detailed Area Plan
Existing Bus Routes
Route 2
Route 4
Route 16
Route 30
Route 31
Routes 80 and 81
Route 85
Map 4
Feet
0
1000
2000
City of Halifax
Planning Department

Water and Sewer Services: A very large part of the Bedford Highway area is without municipal water and sewer services. At present trunk sewer lines and water mains extend to Kearney Lake Road. Areas north of Kearney Lake Road, which account for approximately half of the Bedford Highway within the City, make use of on-site services. Long-range plans call for eventual servicing of this area but expenditures have not been programmed in the City's Capital Budget.

Development Trends (1971-1982): During the past decade the Bedford Highway area has continued to be developed. Building permits valued at nearly $8 million have been issued since 1971 although all of these projects have not necessarily been started yet (Table 5). The most prominent builder was Mount St. Vincent University, whose building program accounted for 62 percent of construction on the Highway. Significant also was the addition of 165 new dwelling units worth over $2 million, mostly in the Shaunslieve Apartments, where 154 units have been built. This development accounts for slightly more than one-third of dwelling units in the plan area and is occupied by 253 people (August, 1980).

Office and commercial additions have been less substantial, accounting for $653,000 in permits. Nearly all of these permits were for renovation of or additions to existing buildings rather than for new buildings. Although the commercial sector serves important needs, such as local consumer goods and travel accommodation, it is obviously not expanding significantly.

Vacant Land: There are only a few undeveloped properties within the Bedford Highway Plan Area. Vacant properties total 35.25 acres, broken down by blocks as follows: Block 1 - 23.76 acres; Block 2 - 0.14 acres; Block 3 - 3.02 acres; Block 7 - 5.73 acres; and Block 8 - 2.60 acres. Blocks 4 through 6 have no vacant properties.

Despite this, there are many properties that are not fully utilized and could be subdivided for further development or might be considered for redevelopment. Also, behind the development fronting on the part of the Highway north of Kearney Lake Road is considerable undeveloped land. A large portion of this land is to be preserved as Hemlock Ravine Park; however, the northernmost area is covered by Schedule "K", which encourages comprehensive subdivision development. These lands are outside the plan area but their eventual development will undoubtedly have an impact on the Bedford Highway.

4. PLAN AND ZONING BYLAW

Municipal Development Plan: The Municipal Development Plan (MDP) of the City of Halifax was passed by City Council on March 30, 1978. An important part of the MDP is the Generalized Future Land Use Map (MDP Map 9), which is considered to be "the expression of intent of the City of Halifax for a future land use pattern based on MDP Policies " (MDP Policy 12.1). Map 5 shows the land use designations that apply to the Bedford Highway plan area. In each land use area the future land use is to be primarily determined "by the objectives and policies that correspond to the primary land use shown" (MDP Policy 12.2) (thus, the "Residential Environments" policy sections of the Plan is given foremost consideration in those areas designated "Residential Environments"). One objective of the detailed area planning process in the Bedford Highway Plan Area will be to refine these land use designations and develop appropriate policies specifically for the area and its circumstances.

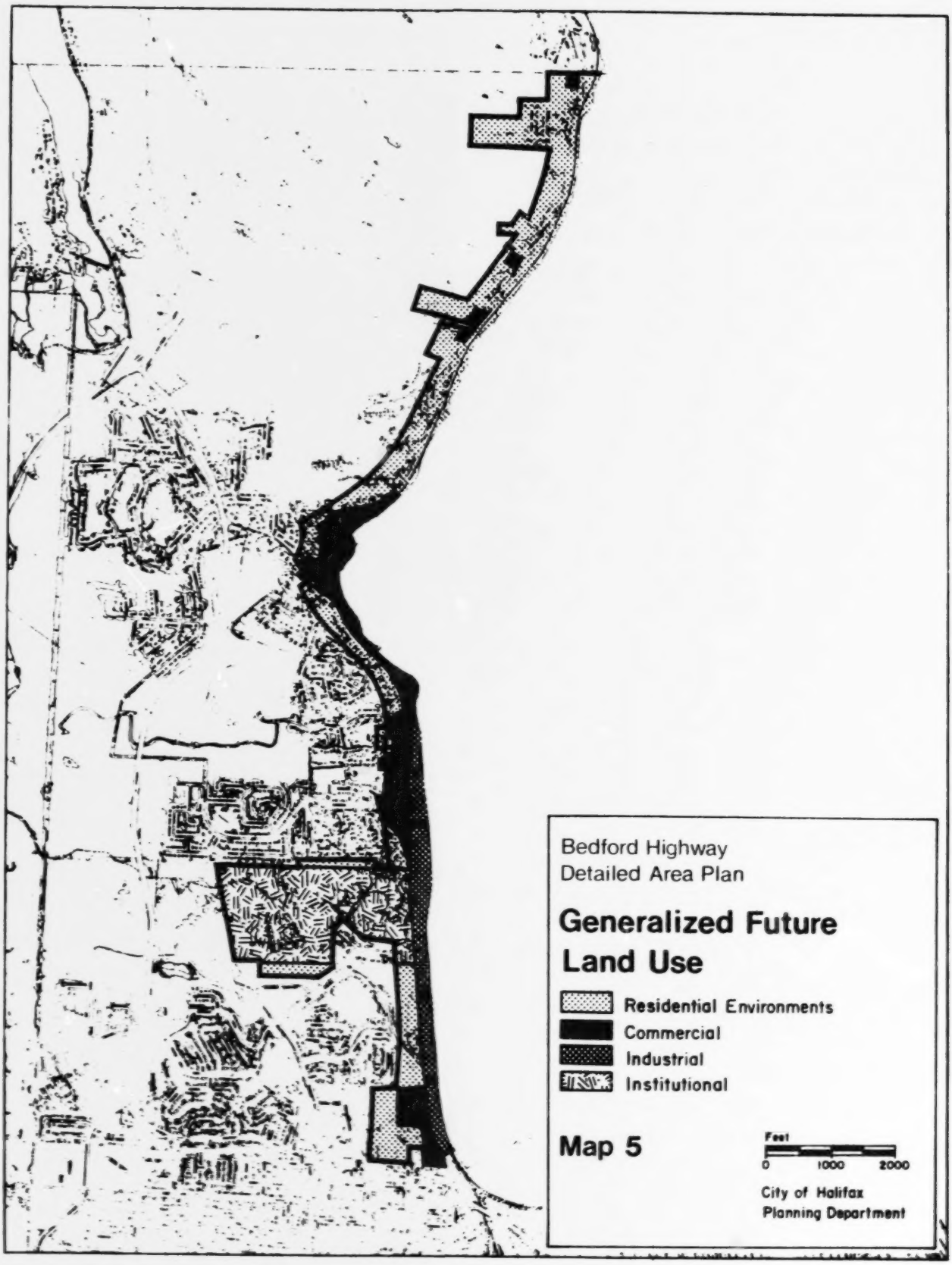
The MDP itself contains many policies pertinent to the Bedford Highway area. Some policies of particular importance for the detailed area planning process are as follows:

RESIDENTIAL

Policy 1.1 Residential development to accommodate future growth in the City should occur both on the Peninsula and on the Mainland, and should be related to the adequacy of existing or presently budgeted services.

Policy 1.2 The integrity of existing residential neighbourhoods shall be maintained by requiring that any new development which would differ in use or intensity of use from the present neighbourhood development pattern be related to the needs or characteristics of the neighbourhood and this shall be accomplished by Implementation Policies 3.1 and 3.2 as appropriate.

Policy 1.3.1 The City should restrict ribbon development which does not conform to the policies of this document and should seek ways to remove any such development which may become obsolete.


Bedford Highway
Detailed Area Plan
Generalized Future
Land Use
Residential Environments
Commercial
Industrial
Institutional
Map 5
Feet
0
1000
2000
City of Halifax
Planning Department

Policy 1.3.2 Ribbon development along principal streets should be prohibited in order to minimize access points required by local traffic.

Policy 1.4 Because the differences between residential areas contribute to the richness of Halifax as a city, and because different neighbourhoods exhibit different characteristics through such things as their location, scale, and housing age and type, and in order to promote neighbourhood stability and to ensure different types of residnetial areas and a variety of choices for its citizens, the City encourages the retention of the existing residential character of predominantly stable neighbourhoods, and will seek to ensure that any change it can control will be compatible with these neighbourhoods.

Policy 1.4.1 Stability will be maintained by preserving the scale of the neighbourhood, routing future principal streets around rather than through them, and allowing commercial expansion within definite confines which will not conflict with the character or stability of the neighbourhood and this shall be accomplished by Implementation Policies 3.1 and 3.2 as appropriate.

COMMERCIAL

Policy 2.1 The City shall encourage a variety of commercial centres to serve the variety of community needs and shall seek to do so under Implementation Policy 3.7. Provision shall be made for neighbourhood shopping facilities, minor commercial centres, major commercial centres, shopping centres and regional centres.

Policy 2.3 The City shall set appropriate standards as part of the detailed area planning process to regulate strip commercial development. These standards will be directed at solving the problems connected with this type of development; for example, excessive turning movements and access points, fragmented and poorly located parking, difficulties of pedestrian circulation, servicing problems, and nuisance to adjacent uses.

INSTITUTIONAL

Policy 4.1 Unless clearly inappropriate for the good development of the City, existing regional and City-wide institutional facilities shall be encouraged to remain in their present locations and efforts shall be made to protect, maintain and upgrade them.

Policy 4.2 Institutional development shall be encouraged within specific areas. The City shall develop standards and boundaries which will protect neighbouring areas, especially residential areas, from encroachment and nuisance effects.

HERITAGE

Policy 5.1 The City shall continue to seek the preservation, rehabilitation, and/or restoration of those areas, sites, street-scapes, structures, and/or conditions which impart to Halifax a sense of its heritage, particularly those which are relevant to important occasions, eras, or personages in the histories of the City, the Province, or the nation, or which are deemed to be architecturally significant. Where appropriate, in order to assure the continuing viability of such areas, sites, streetscapes, structures, and/or conditions, the City shall encourage suitable re-uses.

ENVIRONMENT

Policy 7.2 In reviewing public and private land use proposals, including its own capital program, the City will take into account the social, physical, economic and aesthetic effects on the natural and man-made environment, and will establish and maintain appropriate procedures to take such effects into consideration in the approval process for such land uses.

Policy 7.4 The City shall identify areas of natural significance and natural areas which are environmentally sensitive. The City will protect these areas from environmental degradation insofar as possible, through such means as zoning, development standards, and public education.

TRANSPORTATION

Policy 8.6 In accordance with the official City report entitled Land Development Distribution Strategy, 1977, the principal street network shall be that network which is shown as "accepted" on Map 8 herein (which conforms generally to the Regional Transportation Plan network, Appendix "D" of the Halifax-Dartmouth Regional Development Plan, April, 1975).

Policy 8.6.1 For the "accepted" principal street network, the City shall not permit and shall discourage any proposed changes with respect to location, construction and upgrading except in conformance with the detailed policies below, in addition to the general policies of this Plan.

ENVIRONMENTAL HEALTH SERVICES

Policy 9.2 In order to ensure that critical sewer and water problems will not be created within or beyond development areas, the amount of development shall be related to capacity of existing (including potential rehabilitation) and planned sewer, water and pollution control systems, by drainage area, and shall not exceed the capacities of those systems as determined by the standard practises of the City. This shall be accomplished by Implementation Policy 5.

CITIZEN PARTICIPATION

Policy 11.3 In the detailed area planning process, the City shall review, consider and respond to any plans prepared by neighbourhood organizations.

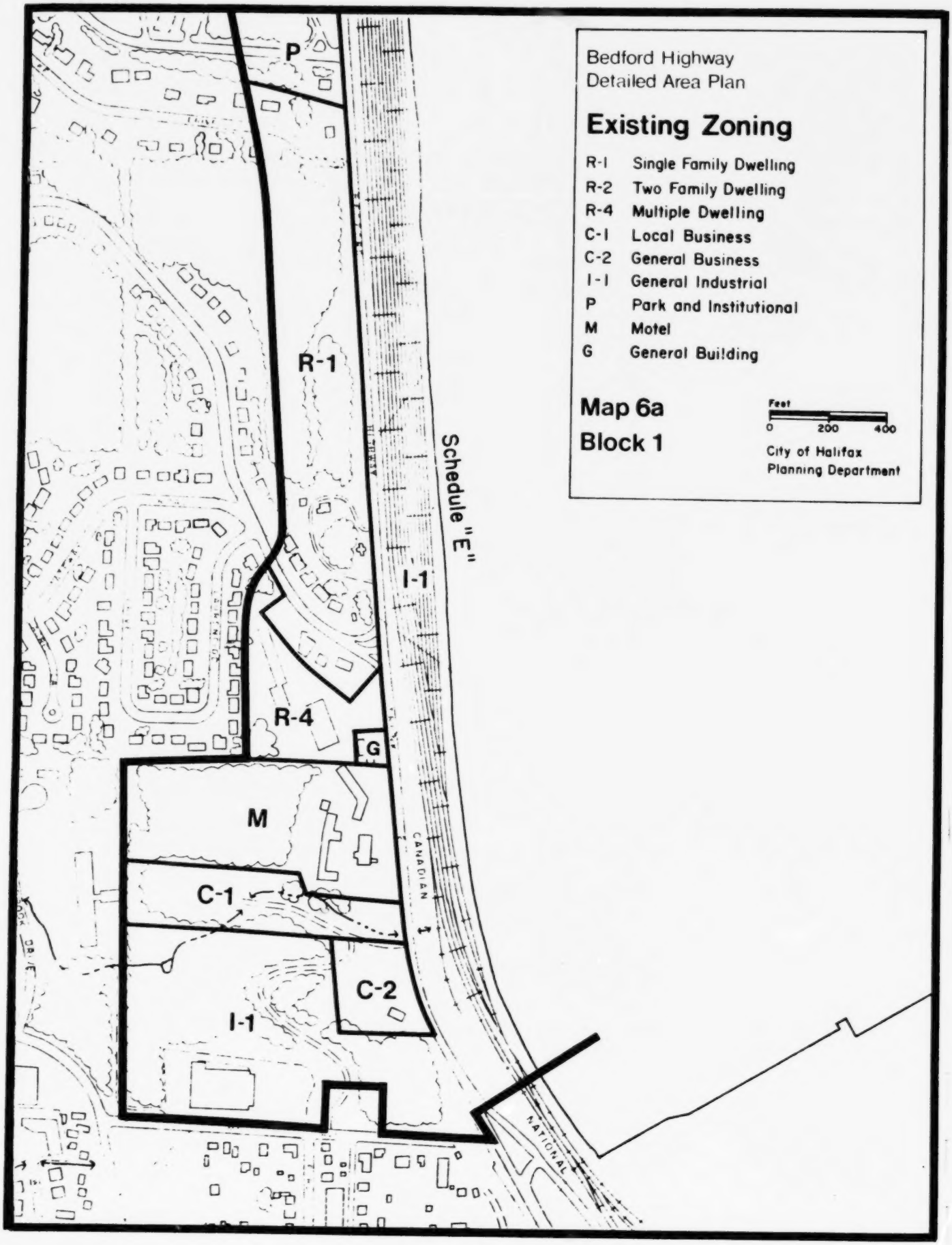
Other sections and policies of the MDP will also be important, but the above have a very clear relevance to the present circumstances of the Bedford Highway and must be taken into consideration in developing a detailed plan for the area.

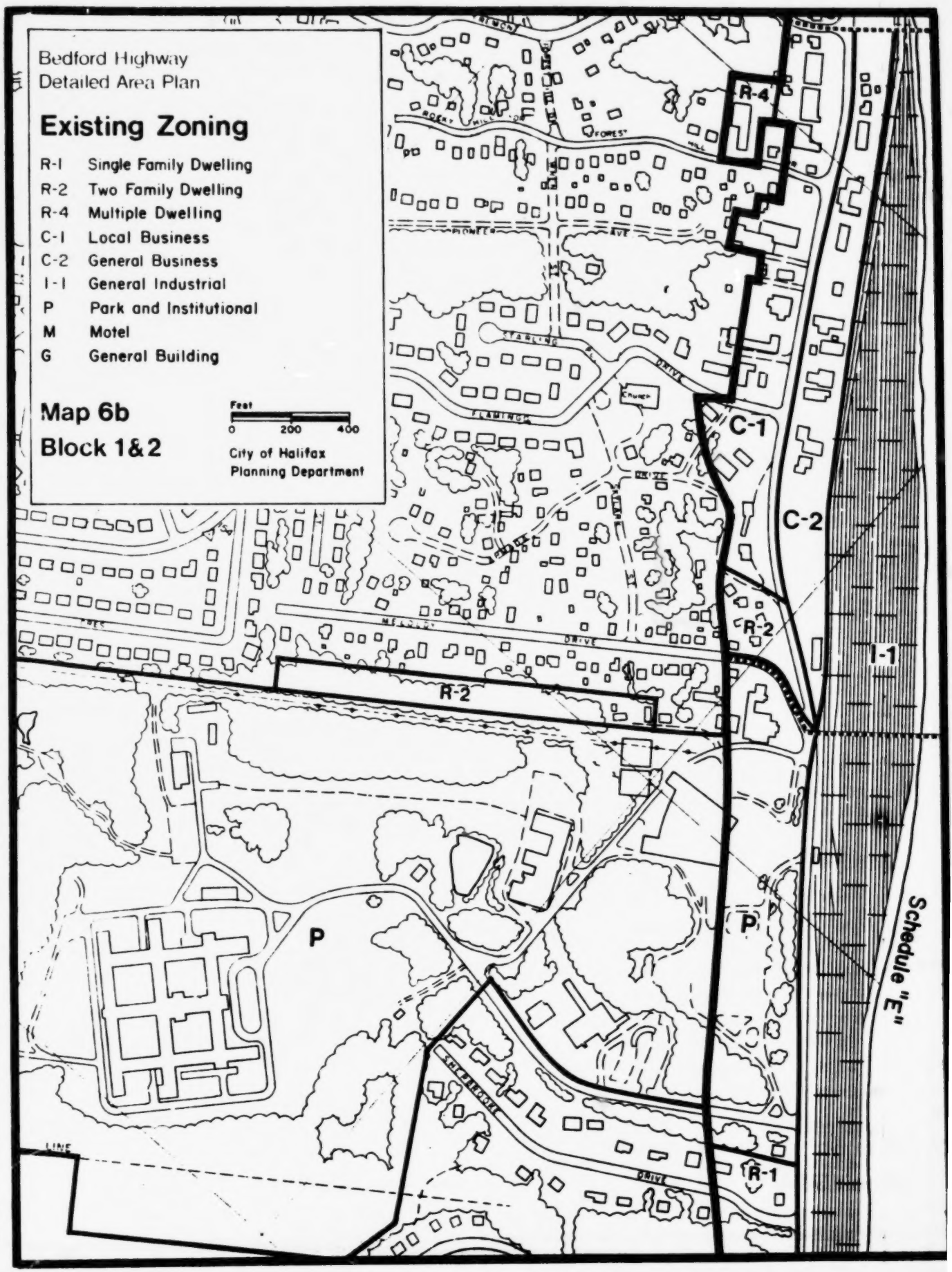
Existing Zoning: The present zoning within the Bedford Highway Plan Area is shown on Maps 6a through 6f. The applicable zoning categories are drawn from the City of Halifax Zoning Bylaw-Mainland Area. This zoning bylaw was originally developed by the County of Halifax and was retained when the City was amalgamated with the mainland areas in 1969. The City is presently working to consolidate this Bylaw with the Peninsula Area Bylaw.

Overlaying the zoning in the Bedford Highway Plan Area is Schedule "E", which was noted above. The provisions of Schedule "E" are as follows:

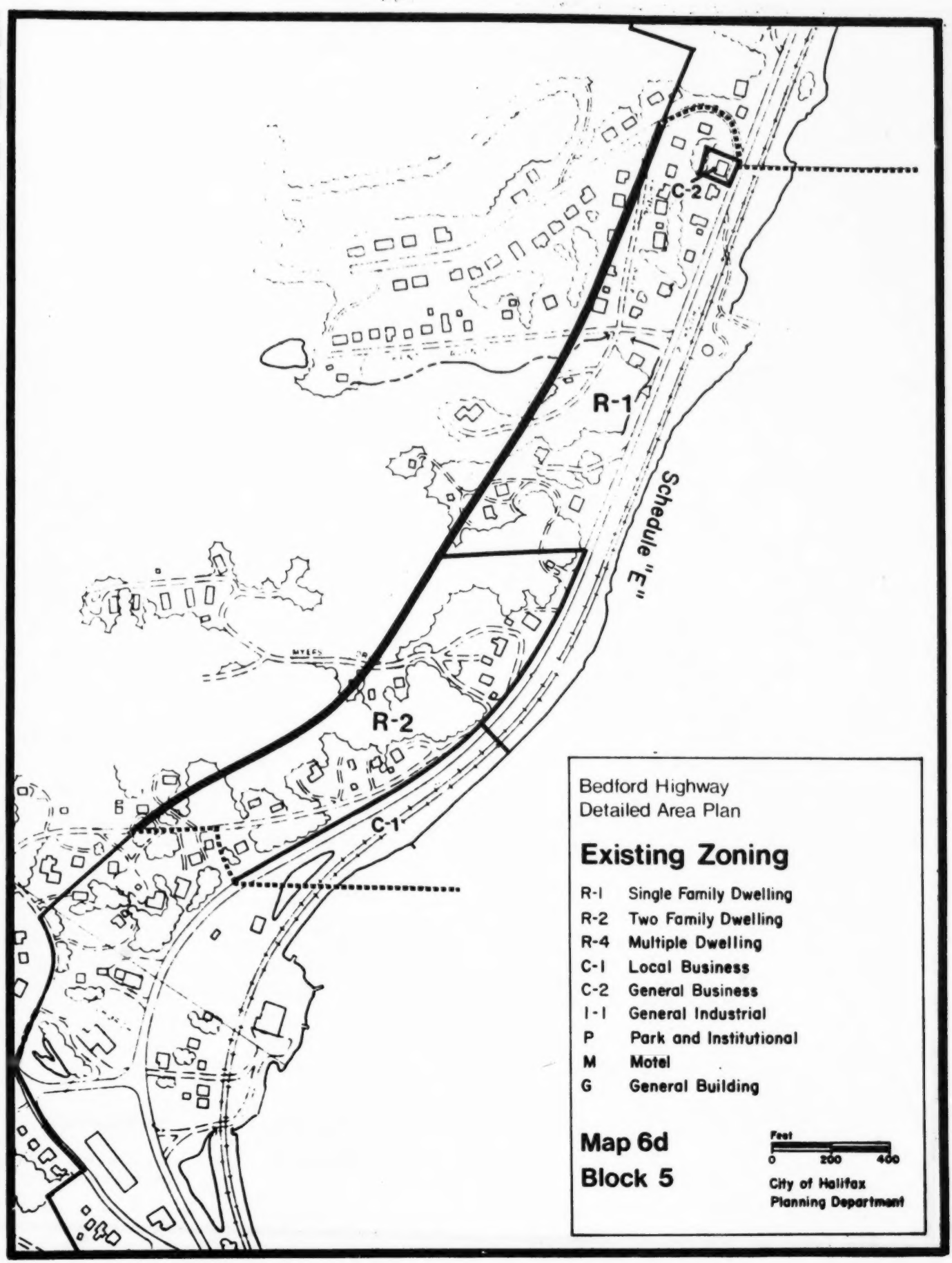
> In any area shown as schedule "E", any use shall be permitted which is permitted by the zoning designation of such area, provided that:
>
> (a) R-4 uses shall not exceed 35 feet in height and shall not contain more than 20 dwelling units;
>
> (b) C-1, C-2, I-1 and P uses shall not exceed 35 feet in height and shall not exceed 5,000 square feet in floor area;
>
> (c) Council may, after public hearing and by resolution, approve any specific development requested which would not otherwise be permitted by this Bylaw, provided that no approval shall be given inconsistent with the Municipal Development Plan;
>
> (d) Approval by Council under Subsection (c) shall only be granted subject to the condition that the registered owner of the land upon which the development is to occur shall enter into an agreement with Council containing such terms and conditions as Council may direct.

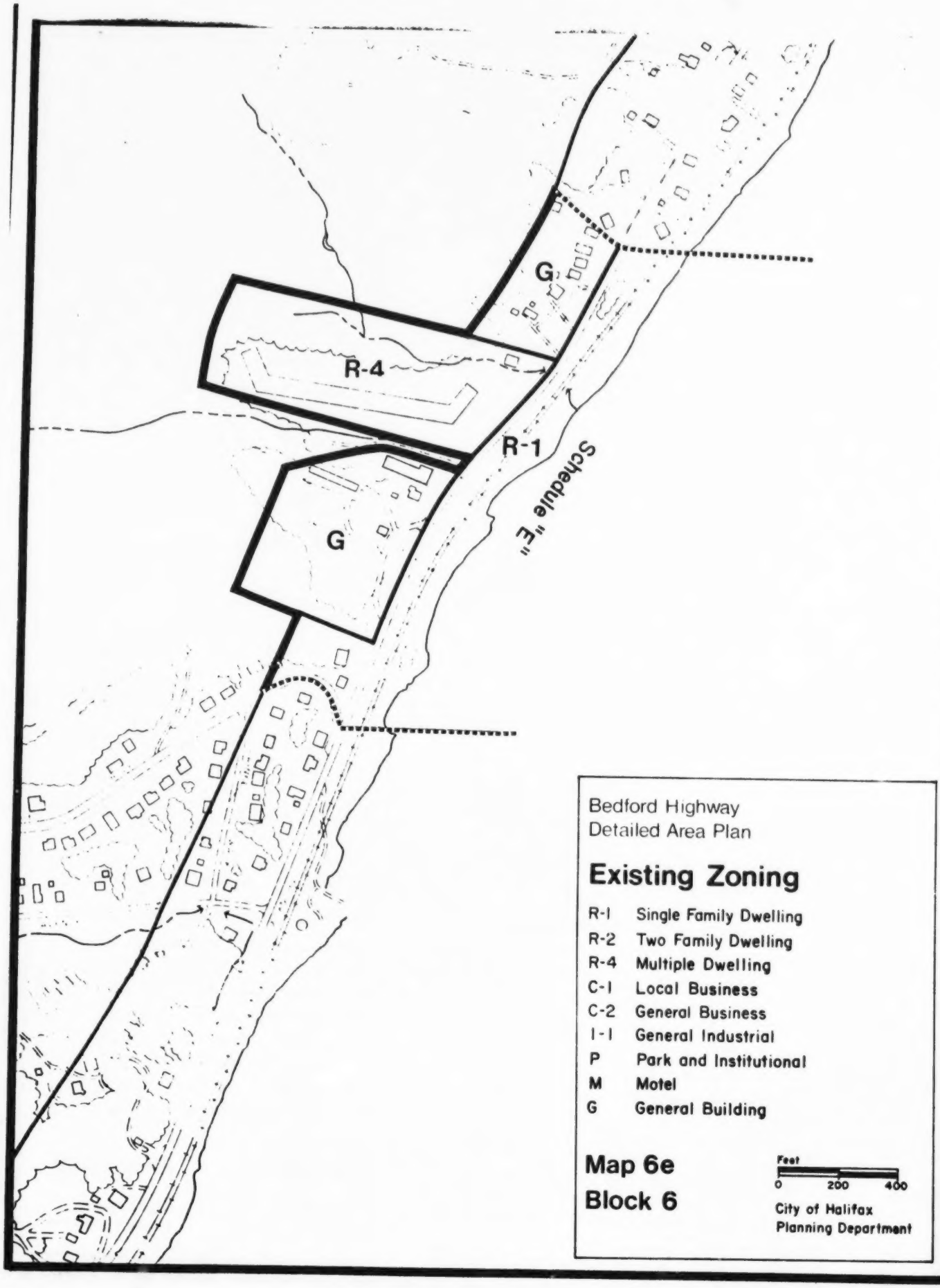
These requirements allow City Council to review large-scale development projects prior to the establishment of a detailed area plan. With the completion of this process, the Schedule will be removed in favour of a more detailed, specific Zoning Bylaw.


Bedford Highway
Detailed Area Plan
Existing Zoning
R-1 Single Family Dwelling
R-2 Two Family Dwelling
R-4 Multiple Dwelling
C-1 Local Business
C-2 General Business
I-1 General Industrial
P Park and Institutional
M Motel
G General Building
Map 6a
Block 1
Feet
0 200 400
City of Halifax
Planning Department
Schedule "E"
P
R-1
I-1
R-4
G
M
C-1
C-2
I-1
CANADIAN
NATIONAL


Bedford Highway
Detailed Area Plan
Existing Zoning
R-1 Single Family Dwelling
R-2 Two Family Dwelling
R-4 Multiple Dwelling
C-1 Local Business
C-2 General Business
I-1 General Industrial
P Park and Institutional
M Motel
G General Building
Map 6b
Block 1&2
Feet
0 200 400
City of Halifax
Planning Department
R-4
C-1
C-2
R-2
I-1
R-2
P
P
R-1
Schedule "E"

R-2
C-1
M
C-2
R-2
R-1
I-1
C-2
Schedule "E"
CANADIAN
NATIONAL
RAILWAY
Bedford Highway
Detailed Area Plan
Existing Zoning
R-1 Single Family Dwelling
R-2 Two Family Dwelling
R-4 Multiple Dwelling
C-1 Local Business
C-2 General Business
I-1 General Industrial
P Park and Institutional
M Motel
G General Building
Map 6c
Block 3&4
Feet
0 200 400
City of Halifax
Planning Department


C-2
R-1
Schedule "E"
R-2
C-1
Bedford Highway
Detailed Area Plan
Existing Zoning
R-1 Single Family Dwelling
R-2 Two Family Dwelling
R-4 Multiple Dwelling
C-1 Local Business
C-2 General Business
I-1 General Industrial
P Park and Institutional
M Motel
G General Building
Map 6d
Block 5
Feet
0 200 400
City of Halifax
Planning Department



Bedford Highway
Detailed Area Plan

Existing Zoning

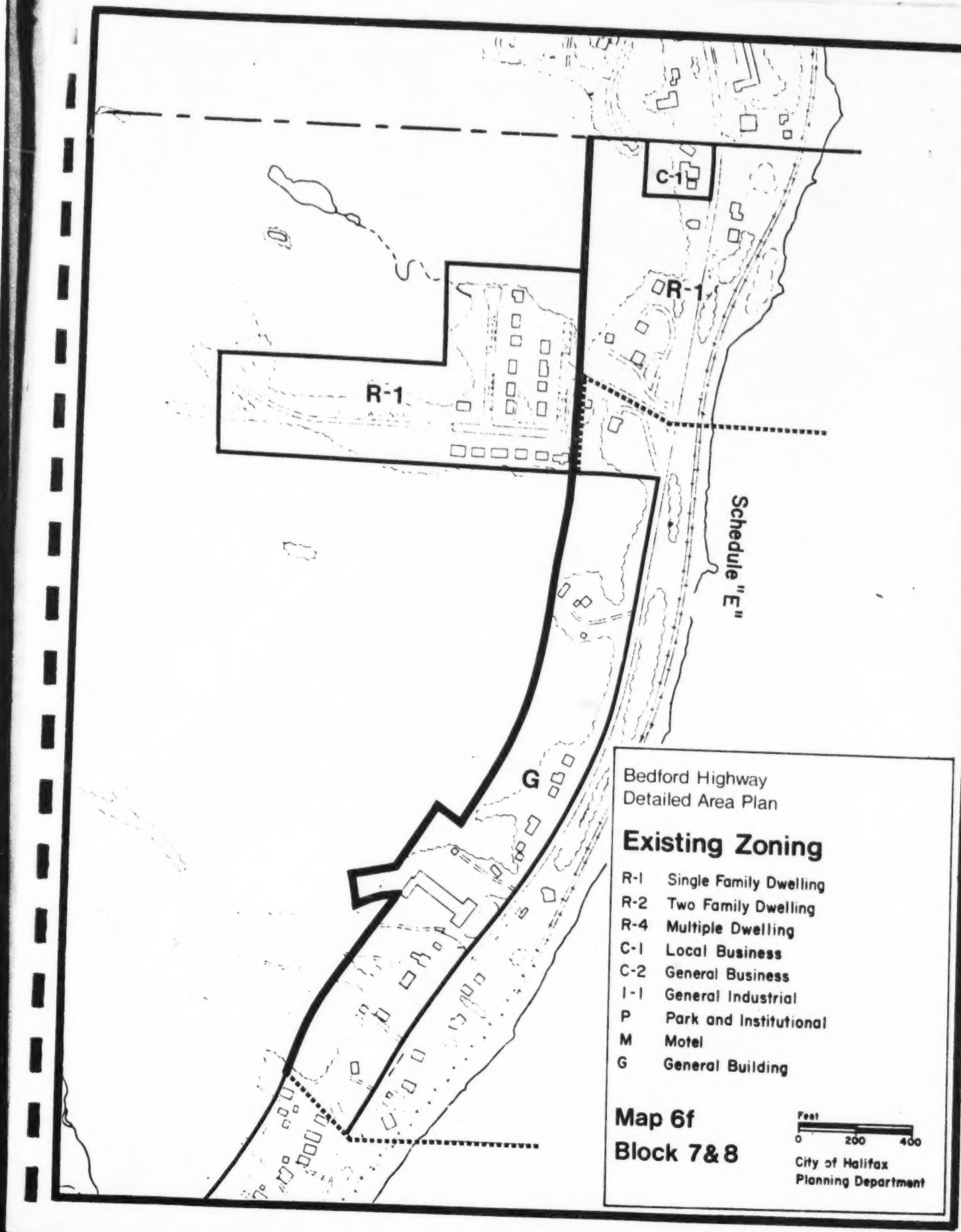
R-1	Single Family Dwelling
R-2	Two Family Dwelling
R-4	Multiple Dwelling
C-1	Local Business
C-2	General Business
I-1	General Industrial
P	Park and Institutional
M	Motel
G	General Building

Map 6e

Block 6

Feet
0 200 400

City of Halifax
Planning Department


C-1
R-1
R-1
Schedule "E"
G
Bedford Highway
Detailed Area Plan
Existing Zoning
R-1 Single Family Dwelling
R-2 Two Family Dwelling
R-4 Multiple Dwelling
C-1 Local Business
C-2 General Business
I-1 General Industrial
P Park and Institutional
M Motel
G General Building
Map 6f
Block 7&8
Feet
0 200 400
City of Halifax
Planning Department

ISSUES AND OPPORTUNITIES

The Bedford Highway presents a number of obvious problems as well as some evident strengths. On the negative side are difficulties with peak-hour traffic congestion, problems with access to and egress from the Highway, a scattered commercial sector, conflicts between residential and commercial land uses, and the aesthetic disruption caused by some commercial uses and particularly the railway yards. Among the areas virtues are its attractive situation next to Bedford Basin, despite the railway tracks, good access to other parts of the City of Halifax and the Metro region, a useful local shopping area, and many attractive homes, including high quality new development. The objective of the detailed area plan to be prepared for the Bedford Highway area will be to emphasize these assets while seeking solutions to existing problems.

Residential Development: Recent residential development has been one of the most encouraging aspects of the Bedford Highway. It indicates that higher density projects, when properly designed, can be incorporated in the existing residential pattern. Under current economic conditions it seems unlikely that very low density development (i.e. single-family houses) will be viable, so medium- and high-density developments should be anticipated when developable sites are available.

Commercial Areas: In addition to two commercial concentrations on the Bedford Highway, there are scattered gas station and motel uses. The former areas serve a useful purpose by providing for some of the daily needs of local residents as well as highway passers-by, while the latter uses are a natural adjunct of a well-travelled highway. Although the commercial development has not expanded greatly in recent years, there are many viable businesses on the Bedford Highway.

Whether commercial expansion should be encouraged and, if so, what quantity and type should be provided for is an important question. Whatever commercial growth is to occur should not infringe on the enjoyment of residents of existing neighbourhoods. It should also take into account the need to minimize access points to the Highway so as to avoid unnecessarily disrupting the flow of traffic. This is a consideration in existing commercial areas too, where it may be possible to consolidate access points.

Traffic: The Bedford Highway is presently on a list of priority areas of the Joint Transportation Committee, a body comprised of traffic specialists with the Province of Nova Scotia and the City of Halifax. In the future this group will study the possibility of realigning and widening the Bedford Highway north of Bayview Road. Potentially the highway could be widened from two to four lanes and divided. No decision has, however, been made on the nature and cost of improvements as yet.

When and if highway upgrading takes place, it may well be an opportune time to consider projects such as undergrounding of wires and incorporation in the Highway to enhance its attractiveness and usefulness to the community. Among the latter are features such as provision of curbing, inclusion of bus lay-bys and shelters, addition of sidewalks at appropriate locations, and improvement and consolidation of accesses onto the Highway. A comprehensive program of highway improvement incorporating some or all of these considerations could improve it for the local commercial and residential communities as well as through travellers.

Services: The extension of municipal water and sewer services, although not presently programmed, is a future possibility for lands in the plan area north of Kearney Lake Road. Consideration of the necessity and desirability of water and sewer provision to this area should be part of this plan exercise.

POOR

QUALITY

ORIGINAL